

APPENDIX S

IMPLEMENTATION, MONITORING AND ADAPTIVE MANAGEMENT

Plan implementation is a continuous and active process occurring over the life of the plan (estimated to be 20 years) that will consider changing circumstances and new information. The goal is to maintain a living, dynamic plan that is amended if necessary on an issue-by-issue basis.

IMPLEMENTATION OF THE PLAN

This section addresses how the Approved Plan (once all protests have been resolved and the Record of Decision signed) would be implemented, monitored, and evaluated.

DECISION TIMEFRAMES

Decisions made through the RMP planning process are of three types: Immediate Actions, One-Time Actions, and Long-Term Actions/Life of the Plan Direction.

- *Immediate Actions*
These decisions are those that go into effect upon signature of the Record of Decision and Approved Plan. These include decisions such as the allocation of lands as available or unavailable for oil and gas leasing, ACEC designations, and OHV designations.
- *One-Time Actions*
These types of decisions include those that would be implemented after a site-specific analysis is completed. Examples would be implementation of the recommendations to withdraw lands from locatable mineral entry or development of a conservation strategy or habitat management plan.
- *Long-Term Guidance/Life of Plan Direction*
These decisions include the goals, objectives, and management actions established by the plan and provisions that are applied during site-specific analyses and activity planning. This guidance is applied whether the action is initiated by the BLM or by a non-BLM project proponent.

Immediate actions require no additional analysis and provide the framework for any subsequent activities proposed in the planning area. Proposals for actions such as oil and gas leasing, land adjustments, and other allocation-based actions will be reviewed against these decisions to determine if the proposal would be in conformance with the plan. One-time actions will require additional analysis and will be prioritized as part of the BLM budget process. Long-term guidance and plan direction will be implemented through additional analysis and activity planning (for ex-

ample, as a result of the watershed assessment process or receipt of a land use application). The watershed assessment schedule will direct the priorities of land health and allotment evaluations.

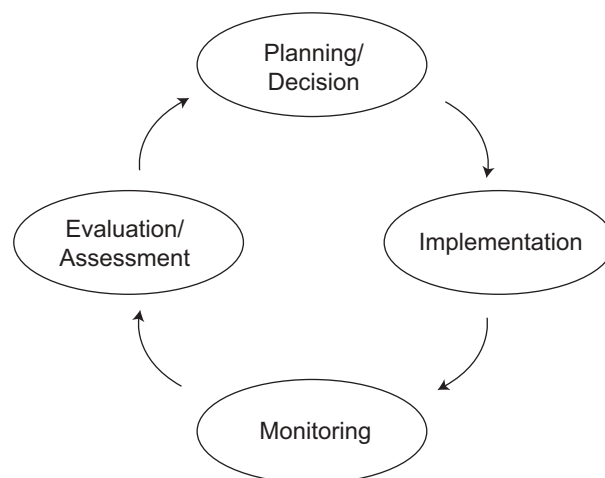
While the Final EIS for the Dillon RMP provides the compliance with NEPA for the broad-scale decisions to be made in the Record of Decision, it does not replace the requirement to comply with NEPA for implementation actions. The BLM will continue to prepare Environmental Assessments (EAs) and Environmental Impacts Statements (EISs) where appropriate as part of the planning and decision-making process.

ADAPTIVE MANAGEMENT

As defined by the Office of Environmental Policy and Compliance, adaptive management is a system of management practices based on clearly identified outcomes, monitoring to determine if management actions are meeting outcomes, and, if not, facilitating management changes that will best ensure that outcomes are met or outcomes are re-evaluated.

As described in the Draft RMP/EIS, the Dillon RMP fosters “adaptiveness” by the presentation of goals and objectives that focus on reaching outcomes rather than identifying inflexible standards and prescriptions that may not be applicable in certain situations. The four-step process of implementation, monitoring, evaluation/assessment (including consideration of new information), and change/no change of the decision will be used in implementing the long-term guidance and direction provided by the plan.

Four Step Implementation Process



Activity level planning will address any proposed new activities and long-term permitted activities that need to be brought into compliance with plan decisions, subject to valid existing rights. Monitoring of these activities will then determine the effectiveness of applying the land use plan direction. Where land use plan actions or best management practices are not effective, modifications could occur without amendment or revision of the plan as long as assumptions and impacts disclosed in the analysis remain valid and broad-scale goals and objectives are not changed. This approach uses on-the-ground monitoring, review of scientific information, and consideration of practical experience and common sense to adjust management and modify implementation of the plan to reach the desired outcome.

As part of this process, the BLM will review management actions and the plan periodically to determine whether the objectives set forth in this document are being met. Where they are not being met, the BLM will consider adjustments of appropriate scope. Where the BLM considers taking or approving actions which will alter or not conform to overall direction of the plan, the BLM will prepare a plan amendment and environmental analysis of appropriate scope.

In addition, during the life of the Approved Plan, the BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data or support new management techniques, best management practices, and scientific principles. To the extent that such new information or actions address issues covered in the plan, the BLM will integrate the data through plan maintenance. However, new information may result in any of the following:

- Conclude that management is moving the landscape toward the broad-scale objectives in the plan. Management is affirmed and may not need to be adjusted.
- Conclude that further research needs to be initiated or that management must be adjusted to more efficiently achieve broad-scale objectives of the plan.
- Conclude that broad-scale objectives should be altered based on new information. If the new information indicates reconsideration of plan objectives, a plan amendment could be considered to reexamine new future conditions.

MONITORING

Monitoring is the repeated measurement of activities and conditions over time. Evaluation is a process in which the plan and monitoring data are reviewed to see if management goals and objectives are being met and if management direction is sound. Monitoring data gathered over time is examined and used to draw conclusions on whether management actions are meeting stated objectives, and if not,

why. Conclusions are then used to make recommendations on whether to continue current management or what changes need to be made in management practices to meet objectives.

There are three types of monitoring. These include implementation, effectiveness, and validation monitoring, described below. Since land use plan monitoring is the process of (1) tracking the implementation of land use planning decisions and (2) collecting and assessing data/information necessary to evaluate the effectiveness of land use planning decisions, most monitoring related to the RMP will consist of implementation and effectiveness monitoring, although there is some overlap between the types of monitoring. All three types are described below.

Implementation Monitoring

Implementation monitoring is the most basic type of monitoring and simply determines whether planned activities have been implemented in the manner prescribed by the plan. Some agencies call this compliance monitoring. This monitoring documents BLM's progress toward full implementation of the land use plan decision. There are no specific thresholds or indicators required for this type of monitoring.

Effectiveness Monitoring

Effectiveness monitoring is aimed at determining if the implementation of activities has achieved the desired goals and objectives. Effectiveness monitoring asks the question: Was the specified activity successful in achieving the objective? This requires knowledge of the objectives established in the RMP as well as indicators that can be measured. Indicators are established by technical specialists in order to address specific questions, and thus avoid collection of unnecessary data. Success is measured against the benchmark of achieving desired future conditions established by the plan.

Validation Monitoring

Validation monitoring is intended to ascertain whether a cause-and-effect relationship exists among management activities or resources being managed. It confirms whether the predicted results occurred and if assumptions and models used to develop the plan are correct. This type of monitoring is often done by contract with another agency, academic institution, or other entity, and is usually expensive and time consuming since results are not known for many years.

Regulations at 43 CFR 1610.4-9 require that the proposed plan establish intervals and standards, as appropriate, for monitoring and evaluation of the plan, based on the sensitivity of the resource decisions involved. Progress in meeting the plan objectives and adherence to the management framework established by the plan is reviewed peri-

odically. CEQ regulations implementing NEPA state that agencies may provide for monitoring to assure that their decisions are carried out and should do so in important cases (40 CFR 1505.2(c)).

To meet these requirements, the BLM will prepare an annual report on the implementation of the RMP. This report will be released in January of the year following the fiscal year reviewed (January 2007 for Fiscal Year 2006) and will be available to the public over the internet, with hard copies available upon request. Annual review of the plan will provide consistent tracking of accomplishments and provide information that can be used to develop annual budget requests to continue implementation.

Land use plan evaluations will be used by BLM to determine if the decisions in the RMP, supported by the accompanying NEPA analysis, are still valid. Evaluation of the RMP will generally be conducted every five years, unless unexpected actions, new information, or significant changes in other plans, legislation, or litigation triggers an evaluation. Land use plan evaluations determine if decisions are being

implemented, whether mitigation measures are satisfactory, whether there are significant changes in the related plans of other entities, whether there is new data of significance to the plan, and if decisions should be changed through amendment or revision.

Based on a Record of Decision and Approved Plan released in September 2005, the following evaluation schedule would be followed for the Dillon RMP:

- January 2010
- January 2015
- January 2020
- January 2025

Evaluations will follow the protocols established by the BLM Land Use Planning Handbook H-1601-1 in effect at the time the evaluation is initiated.

In addition to this monitoring and evaluation schedule, the Approved Plan will identify monitoring processes by goal and program area.